

1970-1980 - Ten Years of Nation-Building

In the last ten years, the Indians of Saskatchewan have done much to restore and develop the structures and processes of Indian Government.

1. Rigorous and systematic research, litigation and negotiation on land claims and entitlements has already begun to restore the integrity of the Treaty areas.
2. The establishment and refinement of a comprehensive Indian cultural, education and technical training system has begun to produce a stream of Indian artists, technicians and professionals with the skills and disciplines necessary to revitalize the Indian Nations of Saskatchewan.

A COMPREHENSIVE POLITICAL AND ECONOMIC DEVELOPMENT PLAN

for the creation of policy and for the administration of a range of Indian Government programs.

THE INDIANS OF SASKATCHEWAN

including a framework and a frame of reference for economic development.

AN ANALYSIS OF THE TECHNICAL IMPLICATIONS OF INDIAN GOVERNMENT

with the Provincial Government and the Indian-Canada process to lay the foundation for a productive relationship with Treaty and Aboriginal rights.

A CRITICAL-PATH ANALYSIS WITH TARGET DATES FOR IMPLEMENTATION

by Parliament.

by

THE FEDERATION OF SASKATCHEWAN INDIANS, 1981

In order to win even nominal acceptance of the principle of Indian Government from the Federal and Provincial Governments our people have been required to labour hard to break new ground throughout the 1970's. Inevitably, our internal debates and our external negotiations have had to stress the conceptual FORM of Indian Government.

The 1980's will put flesh and blood on the bones of Indian Government by adding SUBSTANCE to FORM.

If history has taught anything, it is that the erosion of Indian rights, the weakening of Indian political structures, the social and psychological distress of Indians, the fading of Indian cultural identity and pride is directly related to the degree to which Indians have lost their lands and with them their traditional modes of production. Dependency on the white man's economy for the basic needs of food, shelter, and clothing translates into cultural and political dependency.

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1970-1980 - Ten Years of Nation-Building

In the last ten years, the Indians of Saskatchewan have done much to restore and develop the structures and processes of Indian Government.

1. Rigorous and systematic research, litigation and negotiation on land claims and entitlements has already begun to restore the integrity of the Treaty areas.
2. The establishment and refinement of a comprehensive Indian cultural, education and technical training system has begun to produce a stream of Indian artisans, technicians and professionals with the skills and disciplines necessary to revitalize the Indian Nations of Saskatchewan.
3. New district and regional Indian Government Centres provide the Chiefs with logistical support for the creation of policy and for the administration of a range of Indian Government programs.
4. The establishment of development corporations and resource management programs has provided a stimulus and a frame of reference for economic development.
5. A determined and informed dialogue with the Federal Government and the Provincial Government has laid the foundation for a productive Indian-Canada process to deal with Treaty and Aboriginal rights, resource development, revenue sharing and the progressive takeover by the Indians of Saskatchewan of the monies appropriated for them by Parliament.

1981-1990 - The Drive to Self-Sufficiency

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It is a contradiction in terms to suppose that the self-sufficiency of Indians can be restored by those in the white man's political and economic structures who are largely responsible for the loss of Indian self-sufficiency. We now know that the economic development policy and programs of both Federal and Provincial Governments as they relate to Indians, have all too often been the expression of deeply-rooted assimilationist attitudes and the instrument of termination policies.

For those governments, "economic development" is reducible to "employment" and "employment" requires that Indians receive a white man's education and training, live in white man's townships and cities and lead a white man's way of life. The logical consequence of these policies is that Indian communities will lose their working populations and their families and will no longer be viable.

It is the contention of the Indian Governments of Saskatchewan that Indian self-sufficiency is the responsibility of Indians. The Indian concept of economic development begins with control of the land and the other basic means of production, and extends to ownership of economic projects and enterprises in the white man's economy, beyond the boundaries of Indian lands. Within this dynamic framework of control and ownership the Indian concept of economic development accommodates the possibilities of technology and the need for productive occupations, first for communities, secondly for families, and thirdly for individuals. Whereas the white policy speaks to "employment", Indian policy speaks to "occupation". Whereas the white policy speaks to the primacy of individuals, the Indian policy speaks to the primacy of communities and families.

Traditional Indian Productivity

The traditional Indian way of life was supported by a productive Indian economy. The source of Indian productivity was the land, the waters, the wildlife, and Indian technologies and the skills and talents of the people.

The traditional Indian family was a self-reliant unit of production. All the family units linked together constituted a self-reliant system of production. This system of production was self-sufficient since time immemorial.

In the old days, economic surpluses and shortages gave rise to exchange within each community, between Indian communities and between Indian Nations. Economic exchange generated many of the social patterns and values we now recognise as being the essence of our Indian character and way of life. Indian economics were also intertwined with our traditional Indian political systems and are at the heart of our traditional spiritual preoccupations.

The matrix of Indian/white relations before the Treaties was Trade. The country which is now known as Canada was built on Indian-settler trade: namely, the exchange of renewable Indian resources for the settler's goods and technologies.

But fair trade between Indians and whites was undermined when the settlers used force and deception to seize our land - the one non-renewable resource which was essential to Indian self-sufficiency.

Although the treaties were more than real estate deals they did have strong economic implications for both the white settlers and the Indians. Among other things they were supposed to have protected Indian resources from the rapacious greed of the white settlers and to have guaranteed the development of our traditional Indian economies. It was the solemn conviction of the Indians who participated in the Treaties that in their agreeing to share the land and resources with the Crown, the Crown and its governments was agreeing to exchange education, training, technologies and revenues in sufficient amounts and according to an agreed protocol to ensure that Indians could continue to be self-sufficient and sustain their way of life. In this and in all other aspects of the Treaties, the Indian interpretation of substance and process was to have precedence over the Crown's.

In its role as protector and trustee under Treaty, the Crown through its Canadian governments, the Indian Agents of the recent past, and its more contemporary programs, has stifled Indian initiative and bled Indian economies of their resources and vitality. Worse still, it has given a competitive edge to the white trader.

Our traditional Indian economies have been turned upside down. Before, Indian families and communities were units and systems of production. Now they are units and systems of consumption dependent on a trickle of cash from government to buy the goods and services of the white man.

Monies appropriated from Indians by Parliament as part of its treaty obligations and as compensation for encroachment of our aboriginal rights, is spent not by Indians but by government program managers. The ultimate beneficiary is not the Indian economy, but the bureaucrats, the service contractors and the innumerable small businesses of the white man which cluster around Indian reserves. The budget of Indian Affairs is a subsidy for the white man's economy.

Indian economies have to be saved from their protector! Indian self-sufficiency can only arise from Indian control of Indian resources including all the monetary resources due to Indians under Treaty and appropriated for Indians by Parliament.

Economics and Politics

In some federal government circles there are attempts to change the rules again. Alarmed at the effectiveness of our Indian government structures and processes there are renewed attempts to drive a wedge between Indian political institutions and Indian economic development. These attempts are the more insidious to the degree to which they purport to support the interest of individual bands against the interest of tribal groupings or provincial associations of bands. This is yet another strategem in a long history of "divide and rule" strategems to undermine the Indian political presence by weakening collective Indian economic strength and effectiveness.

Those in government who hold these views are among the first to argue that Indian bands acting alone are non-viable and that members of these bands should be encouraged to seek their fortune in the townships and cities. The recurring link between government economic policy and assimilationist strategies is obvious. The proposal that Indian economics must be pristinely pure of the taint of politics is implicitly contradictory. Indian economics without Indian politics is, itself, a constantly recurring political objective of Canadian governments.

It is also a gross expression of double standards. The Canadian federation is essentially a politico-economic arrangement as is seen in the debates on Canadian Economic Nationalism, the Balance of Trade Between Quebec and Ontario, Petro-Canada, Energy Policy, Oil Prices, Taxation, Wage and Price Controls, Regional Economic Expansion, Transfer Payments and the long series of topics which constitute the main preoccupation of Canadian political institutions and processes.

The United States of America was built on the Slave Trade, the forceful acquisition of Indian lands and trade with Europe, all of which had the backing of governments. The European Common Market is overtly and unambiguously an economic unity. OPEC is a resource based cartel which has had far-reaching political effects in the world community.

The adage "strength in unity" applies equally well to economics as to politics and because of it, the nature of economic unity must inevitably be political.

Because so many of our communities are small and isolated from each other and from the townships and cities, it is difficult for them to be economically self-sufficient. It is one of the functions of Indian government to make and facilitate arrangements and agreements between bands, and between bands and those Indians living off-reserve, which will encourage the consolidation and development of resources in a cost-effective manner.

No Indian community, and no Indian government can afford to work in isolation. Economic development is a serious and difficult undertaking. It required the concentrated effort of every heart, every pair of hands, every inch of land and every ounce of sweat.

The Need for a Comprehensive Development Plan

Failing to plan is planning to fail. No hunter or trapper has ever succeeded without a plan. Before every trip he must check his strength and weaknesses, estimate rations, check his equipment, identify the tracks, calculate the direction of the wind and finally choose, from a number of possibilities, the best plan of action.

All too often, in matters pertaining to economic development, Indians are required to react to the plans of others. Even when Indians take the initiative in launching an economic project, they are required to submit it to the scrutiny of others and expected to react to the results of that scrutiny. Even when they receive funds, they must react to the regulations, and suffer from the unpredictability of payment schedules.

The time has come to stop reacting and to act. Indian resources now controlled by others must be handed over to Indian control. The plans of others must be required to fit Indian plans.

A Comprehensive Development Plan is needed now to bring together all the work that has been accomplished, to relate the functions of all Indian education, research, political, economic and cultural institutions to the common goals of the Indian Governments of Saskatchewan.

PART 1 - A COMPREHENSIVE POLITICAL AND ECONOMIC DEVELOPMENT PLAN

(A) Review

The majority of Indian communities in Saskatchewan have already produced comprehensive socio-economic plans. In addition, there is extensive data available and ongoing work on land-claims and entitlements. The Federation of Saskatchewan Indians has produced numerous position papers on its constitutional, legislative, political, economic, social and cultural objectives. It would not be necessary to duplicate any of this work. But it would be necessary to bring it altogether within the context of an integrated Development Plan so that its interconnectedness is clear and its relationship to the objectives of Indian Government is made explicit.

Part 1 will include:

- (i) a review of the goals and objectives of Indian Government;
- (ii) a review of the functions of existing Indian Government institutions;
- (iii) a review of the plans of individual communities, district and regional councils, corporations and the other institutions and organisations of Indian Government;
- (iv) a review of the existing regional Data Base including:
 - land, wildlife, renewable and non-renewable resources;
 - infrastructure such as roads, sewerage systems, water and power supply, housing, public buildings;
 - communications such as the media, telecommunications, mail and courier services, public entertainment;
 - demography by age, sex, employment, occupation, income, location, mobility;
 - skills, education, professional qualifications;
 - economic activities by sector such as hunting, fishing, trapping, collecting, construction, light and heavy industry, heavy resource extraction and processing, cottage-industries, arts and crafts, tourism, real-estate, transportation by road, water and air and general service industries;
 - social structures, organisation of families, social and cultural projects, voluntary associations and churches;

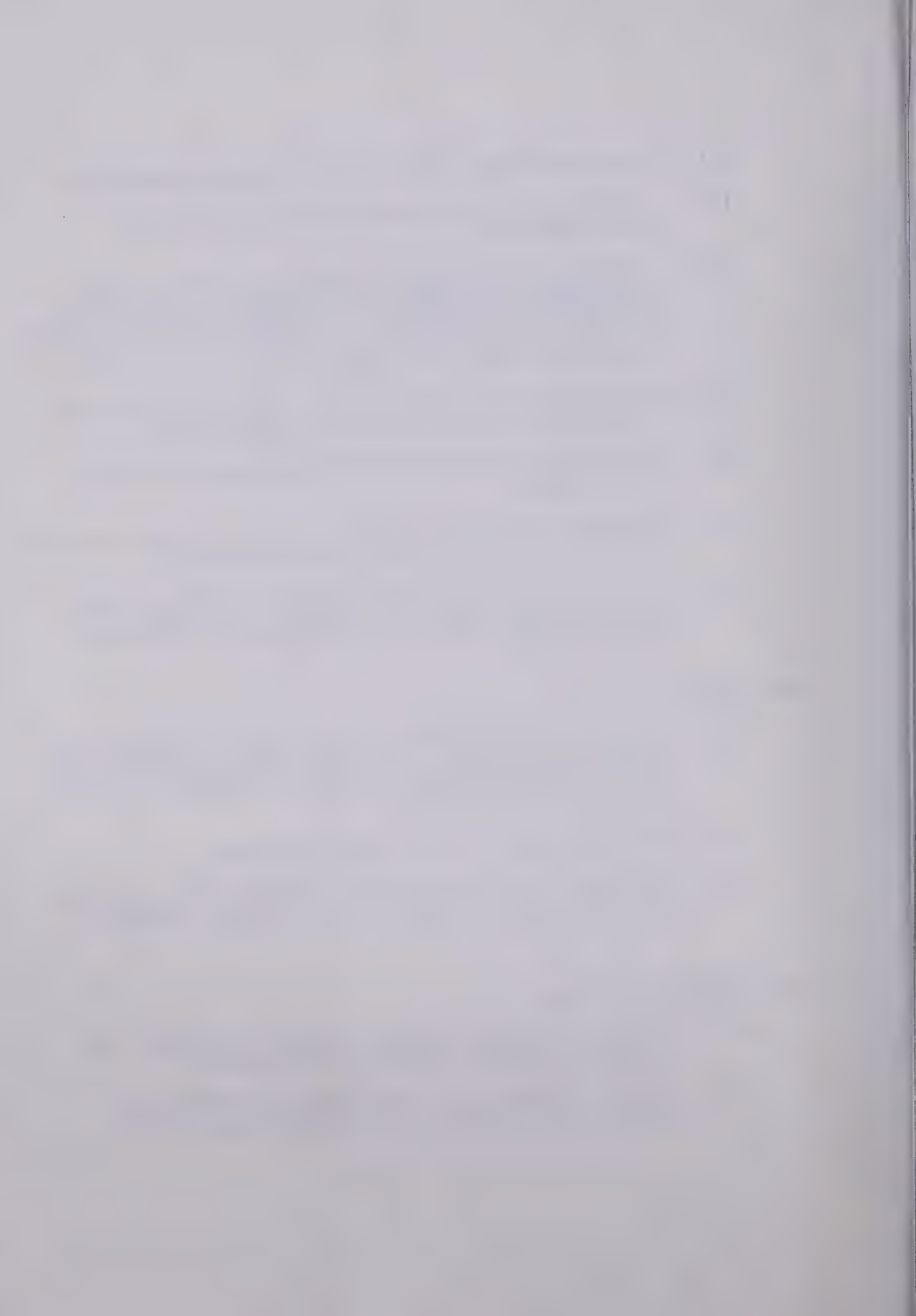
- (v) a review of Federal and Provincial programs and services;
- (vi) a review of the gross product of local and regional Indian economies;
- (vii) a review of existing monetary resources from the Federal and Provincial Governments, from investment, from employment, from the settlement of land-claims, from the settlement of claims for compensation, from leases and royalties, from generalised economic activities;
- (viii) Input/Output analysis of the flow of cash into and out of Indian communities and the overall Indian economy;
- (ix) a review of existing linkages between components of the Indian economy;
- (x) a review of existing linkages with local, regional, national and international non-Indian economic activities;
- (xi) a review and analysis of the non-Indian regional economy with a review of economic forecasts by governments, reputable research institutes and financial institutions.

(B) Projects

- (i) A preliminary identification of the specific projects most likely to achieve social and economic development according to the objectives of Indian Government classified by sector, by district and by regions.
- (ii) Pre-feasibility studies of specific projects.
- (iii) Final identification of specified projects (to be subjected to detailed technical feasibility studies not included in this proposal).

(C) Estimate of Resources

- (i) Estimate of monetary resources required to implement the development strategy with cash-flow projections;
- (ii) Estimate of human skills, education and training with detailed quantification of costs and a schedule;



- (iii) Description of organisational needs to implement the development strategy including administrative structures and processes, corporations and financial institutions.

(D) Legislative and Constitutional Considerations

- (i) Analysis of the advantages of special status.
- (ii) Analysis of the legislative and constitutional barriers to comprehensive socio-economic development.
- (iii) Analysis of the overall benefits to be derived from Indian control of equalization and transfer payments and relevant program resources of both the Federal and Provincial Governments.

(E) Action Plan

- (i) Statement of priorities.
- (ii) Preliminary scheduling of priorities for Year 1, Year 2, Year 3, Year 5 and Year 10.
- (iii) Detailed Action Plan for Implementation for Year 1.

PART 11 - AN ANALYSIS OF THE
TECHNICAL IMPLICATIONS OF INDIAN GOVERNMENT

(A) Provision of Monetary Resources to
Support the Machinery of Indian Government

There are significant costs attaching to:

- (i) the development of Indian Government policy;
- (ii) the development of an Indian Development Plan;
- (iii) consultations between local, regional and national levels of Indian Government;
- (iv) consultations between Indian Government and the Federal and Provincial Governments on constitutional, legislative and program matters.

All of these costs will be quantified and projected in a cash-flow analysis. A formulae will be developed for a contract between Indian Government and the Federal and Provincial Governments to secure and guarantee for Indian Government the monetary resources necessary to carry out its work.

(B) Transfer of Equalization Payments
and Program Funds to Indian Government

The contemporary and historical transfer of funds from the Federal to the Provincial Government will be analysed to arrive at the total current and past losses borne by Indians in Saskatchewan. A formula will be developed to recoup past losses and to guarantee that the Indian portion of any future transfers will go directly to Indians.

There will be a progressive and orderly transition of Federal and Provincial program monies and resources to Indian Government. Detailed costings and quantifications will be developed and technical blueprints of a payment schedule and delivery systems provided to include all monies related to economic development, education, social services and health services.

(C) Indian Government Institutions

The Development Plan of Part 1 and the Transfer of Funds to Indian Government as described above will require a review of all existing Indian Government institutions and delivery systems with a view to ensuring the orderly transfer of funds and the effective implementation of the objectives of Indian Government. Wherever necessary, alternative administrative and operational models will be developed for incorporation in an integrated system of Indian Government.

(D) Human Resources

There will be a detailed quantification of the training and education needs of Indian Government and of The Development Plan, including the needs of individual communities, organisations, social and economic projects. This analysis will be drawn up in a way which fully considers the objectives of the Indian Education system. It will provide the data which will be essential to school boards and to policy-makers when they establish their priorities and plan the development of their programs. The analysis will provide a comparison between the cost and benefits of providing adequate education and training for children and re-training for adults and the costs in terms of welfare, health and correctional services, of doing nothing to halt present trends.

PART III - A CRITICAL-PATH ANALYSIS WITH
TARGET DATES FOR IMPLEMENTATION

The Development Plan proposed in Part I and the Analysis of the Technical Implications of Indian Government proposed in Part II will be prepared as a continuous stream of studies and strategic reports which will be closely geared to implementation. As such, there will be a continuous interaction between analysis and implementation throughout the entire course of the work. Those preparing the analysis will share some of the responsibility for implementation.

All the components of the work will be integrated and subject to a critical-path analysis. The function of the critical-path analysis will be to inform the Chiefs and Executive of the Federation of Saskatchewan Indians of the targets and the progress of the work to eliminate duplication and lower overall costs. The critical-path will provide a comprehensive statement of the upcoming projects of Indian Government. In itself, this statement will help Indian Government move from a reactive to an active statement of policy, and allow the Federal and Provincial Governments to respond to the considered initiatives of Indians.

Parts I and II of this Proposal will proceed simultaneously to allow for feedback and to reduce costs. The precise targets and timetable will be set by the Chiefs of the Federation of Saskatchewan Indians.

BUDGET

Consultant Research Team

Three Consultant Economists

One Seminar Research Assistant

Resource Panel of Sectoral Specialists (as required)

per annum \$ 225,000.00

Implementation

Feasibility Studies 105,000.00

Start-up Costs per annum 125,000.00

Administrative & Travel per annum 35,000.00

490,000.00

x 3

Total Cost for Three Years \$1,470,000.00

FEDERATION OF SASKATCHEWAN INDIANS (FSI)

Proposed Structure



Saskatchewan Indian Women's Association
Saskatchewan Indian Veterans Association
Saskatchewan Indian Spole Past Presidents

69 INDIAN GOVERNMENTS
Bands Chiefs/Councils

Indian Government (Band)
Administration

Saskatchewan Indian Chiefs

Chiefs Council / First Nations
Of First Nations / Assembly

Chiefs Policy Development Boards
(Provincial)

Executive Council
District/Agency Reps.

District/Agency/Tribal Chiefs Councils

Social Development Boards
Economic Development Boards
Education Boards
Political Development Boards

Executive Portfolios
Indian Justice System
Legal Services Department (Defense of Indian Rights)
Department of Finance
Treaty Rights and Research
Indian Corporate Development

Treaty Area
Administration Centres
(Treaty Implementation)

Health and Social Services
Saskatchewan Indian Council
Saskatchewan Indian Education Commission & Association
Constitution - Canadian - Indian

Dept. Health and Social Services
Dept. Education
Dept. Sports and Recreation
Dept. Economic Development
Dept. Community Planning
Dept. Justice
Institute for Indian Law
Indian Land Service

Prince Albert District Chiefs of FSI
Moose Lake District Chiefs of FSI
North Battleford District Chiefs of FSI
Yorkton District Chiefs of FSI
Saskatoon District Chiefs of FSI
Tribal Chiefs of FSI
Saskatchewan Chiefs of FSI

Housing Development
Northern Economic Council
Saskatchewan Indian Cultural College
Protectable and Prior Rights
Indian Lands & Resources

Dept. Health and Social Services
Dept. Education
Dept. Sports and Recreation
Dept. Economic Development
Dept. Community Planning
Dept. Justice
Institute for Indian Law
Indian Land Service

1. Apply Treaty/Implement policy.
2. Policy Development/Administration.
3. Exercise Treaty/Territorial Jurisdiction.
4. Off/On Reserve Services.

Indian Justice Programs
Economic Action Program
Saskatchewan Indian Community College
Indian Lands & Resources

Dept. Health and Social Services
Dept. Education
Dept. Sports and Recreation
Dept. Economic Development
Dept. Community Planning
Dept. Justice
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Indian Land Service

1. Each Band has its own autonomy guaranteed.
2. Each Band can determine how and who will administer its affairs - Department of Indian Affairs, or self-administration.
3. Division of powers must be clearly established a) Band b) Chief and Council c) Chiefs Councils
4. Canada must continue to meet the aboriginal and treaty rights obligations.
5. The organization will be done by an agreement signed between Bands based on agreed principles and protect governing structures.

Sports and Recreation
Saskatchewan Indian College
Indian Lands & Resources

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